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Civil-Military Emergency Planning Workshop: Lessons Learned in Transition

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PREFACE

This document was prepared by the Institute for Defense Analyses (IDA) for the Office of the Assistant Secretary of Defense, International Security Policy, in partial fulfillment of the task "Civil-Military Emergency Planning Workshop Support." The objective of the effort was to support and provide facilitators to a workshop held in the Czech Republic that assembled 16 current and 3 former Partnership for Peace nations for one week. During the workshop, representatives from the civil defense/protection organizations of the participating countries gave briefings, exchanged doctrinal and policy information, and participated in small working groups to relate key experiences and capture the lessons learned during the process of transforming their institutions from a focus on wartime civil defense to a broader concept of civil and population protection. These lessons learned in transition tasks and processes serve to lay the foundation for a "coalition of the willing" to assist any emerging democracy that might seek to understand or apply the lessons learned and professional experience of the PfP Partners in the transition of its Civil Defense and related structures.

The IDA Technical Review Committee was chaired by Mr. Robert Soule and consisted of Prof. David Davis, George Mason University, Mr. Ed Smith and Mr. Ed Pechous.

CIVIL-MILITARY EMERGENCY PLANNING WORKSHOP: LESSONS LEARNED IN TRANSITION

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EXECUTIVE SUMMARY

Almost fifteen years have elapsed since the fall of the Berlin Wall – an event that accelerated the most rapid and concentrated move to democratic governments and market economies in history. The subsequent cardinal efforts of reform in Europe focused on the transformation of many of the institutions of society and government. Eastern European countries wanted to shift their focus away from major theater war and preservation of the state to a focus on people, communities, and the quality of life enjoyed by citizens. The transforming countries needed institutions that buttressed and furthered the democratic principles of individual responsibility, collective protection, and decentralized action.

As this evolution has progressed, these nations have developed a wealth of experience in transitioning institutions, none more important than the transition of large centralized civil defense structures focused on wartime protection and continuance of government to organizations operating to protect populations from a much wider array of threats. These threats could be natural disasters such as floods, fires, or earthquakes, industrial or transportation accidents with large numbers of casualties, diseases spreading quickly in the human population or in agricultural livestock or products, or deliberate acts of terrorism. These threats could cause great destruction or disrupt normal economic and social activity to the detriment of large elements of the population. Nations in the region have been dealing with these problems for decades, but the reduction in the probability of major interstate war and the domestic needs of the countries created the requirements for change.

These nations started their transitions with significant civil defense capability. Each country also had a history and tradition of population protection, some dating from early in the 20th century. Additionally, transition of civil defense organizations to modern organizations responsive to population protection and the preservation of civil society is taking place in the context of national political and economic transition.

This transformation has progressed to the point where it is now appropriate to catalog national experiences, derive significant lessons learned, and examine the potential for applying appropriate lessons learned in Europe to other situations. To define and assess these lessons, the United States and the Czech Republic co-sponsored a five-day

workshop on "Lessons Learned in Transition" from July 1 through July 5, 2003, with the following premise:

> Deliberate transition of a national Civil Defense System to one of "Civil and Population Protection" for an emerging democracy can be made more effective and efficient if the Transitional Nation is counseled, advised, and assisted by nations experienced in the conditions and processes used in such transition. Careful, integrated planning on a partnership basis by Advisory and Transition nations can bring accumulated experience to bear to develop and implement an effective transition plan.

Fifteen nations from Scandinavia, the Baltic countries, and Central and Southeastern Europe, supported by facilitators from the United States, examined this premise from a practical perspective. They reviewed different national approaches to transition from civil defense to civil protection. The ultimate goal was to describe best practices adopted as well as opportunities lost or missed, and to identify findings and make recommendations that other nations facing similar situations could implement. They examined two levels in this transition. At the level of National Policy and Strategy they focused on the leadership and decision outcomes that set direction, priorities, policy, and allocated resources. At the Operational level their efforts focused on the mechanisms for implementation and sustainment, using various combinations of indigenous effort and outside assistance. The participants described their countries' original legal foundations, authorities and organization, the objective end-state desired, and the current status of transition activities through presentations, facilitated working group sessions, and through reports to plenary sessions. They described critical areas of emphasis, processes and decision points, and critical paths and objectives. There was a heavy emphasis on the national conditions and factors which influenced emerging political and legal decisions, implementing policy and regulatory actions, critical management processes, and information flows and communications capabilities, (including technical and staff skills). The following discussion of the issues and the lessons derived fulfill this goal.

The lessons derived from practical experience centered on several major themes. First among these was that the transition process required development of a vision, a foundation in law, and an analysis of national requirements and capabilities.

All the participants felt that a strong foundation in law was essential to both define and implement the vision of civil protection. In an emerging democracy, where many issues are not yet decided and conditions are dynamic, political decisions may be reversed and priorities revised as the new democracy tries to find appropriate solutions to

civil protection requirements. Civil protection requires a firm legal structure in which to stabilize.

The second major category of lessons addressed implementation, focusing on changing organizational roles and hierarchies, effective resource management, and maintenance of momentum and public credibility.

One participant stated that it was time to move beyond discussions of either "hierarchical" or "flat" structures and begin constructing a network system that eliminated the boundaries and distinctions between policy makers, decision makers, staffs, and responders. Effective and lasting transitions in resource systems require responsiveness and transparency. Requirements are usually generated from the bottom up, but in countries with limited resources, priorities and fulfillment are generally established at higher levels of government.

National representatives felt that public support and political will are critical to maintain transition momentum. There should be consensus on the roles and functions of the civil protection organizations and a focus on the effectiveness and efficiency of the service provided to the population. Good training and leader development programs foster cohesion. Successful performance builds confidence within the organizations and with the populace, enhancing credibility in the event of crises. Community institutions must be involved in the effort in order to (1) encourage and develop support for the civil and population support system, and (2) ensure that all sectors of the economy and society are prepared to execute their responsibilities in an emergency situation.

The third major focus of the discussion addressed achieving irreversibility in transition – making the effort work. In this vein, information management and the imperative for metrics were viewed as essential.

Information has become an essential commodity that should be exploited to improve planning and response. Discussions focused on (1) information collection, processing, assimilation, and analysis in support of a crisis decision making process, (2) communicating decisions to responding and supporting agencies and to the public, and (3) the critical role that the media plays in this effort.

No system for dealing with emergencies or disasters will perform perfectly. But high performing organizations do have metrics against which they measure performance, and from which they can determine methods for improvement. Goals should be measurable and achievable, and government workers should understand them and the processes that are used in the organization to achieve goals and objectives.

CONCLUSION

The conference was a significant success for the participants and yielded valuable and newly articulated perspectives on institutional transition. The national representatives participating in the conference represented approximately 500 man-years of work in this area. These nations are executing their responsibilities to their citizens and are well prepared, with fresh ideas and recent experience, to assist other nations in transition.

Regional and multi-national efforts have had a positive impact on the transition countries, and offer significant potential for integrated, coordinated assistance. This assistance will shorten the time necessary to reach transition goals, and reduce resources wasted in trial and error learning experiences. The concept of international cooperation and transition assistance was validated through the workshop participants, their efforts, and the record of accomplishment that they represented.

ENCLOSED COMPACT DISK

Enclosed with this paper is a CD that contains conference materials organized in separate folders. The contents of the CD are:

(1) An Administrative Folder, which contains the Participants Contact List, and folders with Conference Photographs and Cultural Photographs from the program conducted by the Czech hosts.

(2) Folders that contain presentation materials provided by the participating countries:

- **Albania** provided a presentation on their civil protection system in MS PowerPoint.
- **Bulgaria** provided a paper delivered by their head of delegation and an accompanying presentation in MS PowerPoint.
- **Czech Republic** provided the first chapter of a comprehensive paper delivered on the current status and future plans for the national system of population protection. They also had a short presentation in MS PowerPoint.
- **Finland** provided a paper on their system, delivered by their head of delegation, and an accompanying presentation in MS PowerPoint.
- **Hungary** provided a comprehensive paper on transition and lessons learned, a shorter presentation paper, and a presentation in MS PowerPoint.

- **Poland** provided a paper presented by their head of delegation and an accompanying presentation in MS PowerPoint. They also provided a longer version of their paper and the basic law that serves as the foundation for their civil protection service, both in Polish.
- **Romania** provided a paper delivered by their head of delegation and an accompanying presentation in MS PowerPoint. In addition, they provided the participants with a draft Exercise Order for "Dacia 2003." This exercise is a contribution of Romania to the Partnership Work Programme (PWP) for 2003. Although the exercise will primarily be conducted as a PWP Euro-Atlantic Disaster Response Coordination Centre (EADRCC) and Euro-Atlantic Disaster Response Unit (EADRU) activity, it will also involve other relevant International organizations. Romania also provided a number of back up organizational charts and pictures in both Romanian and English, and extracts from their organization's web sites.
- **Slovakia** provided a paper delivered by their head of delegation and an accompanying presentation in MS PowerPoint.
- **Slovenia** provided a comprehensive paper on their national plan and organization for civil protection in Adobe Acrobat Reader (.pdf) format.
- **Sweden** provided two presentations. One was on the legal framework necessary for civil protection, in both Rich Text and WordPerfect format. The other presentation was a combination of a short paper and a MS PowerPoint presentation.
- **Ukraine** provided a paper delivered by the head of their delegation and an accompanying presentation in MS PowerPoint. They provided both documents in English and in their native language.
- **United States** provided workshop introductions, scenarios, and the framework for developing and displaying the lessons learned.

CIVIL-MILITARY EMERGENCY PLANNING WORKSHOP: LESSONS LEARNED IN TRANSITION[1]

A. THE TRANSITION PROCESS

1. Starting Points

The term "transition" conveys the notion that some original capacity exists, but that it should be changed to meet updated requirements. The participant nations agreed that they started their transitions with significant civil defense capability. Each country also had a history and tradition of population protection, some dating from early in the 20th century. Additionally, transition of civil defense organizations to modern organizations responsive to population protection and the preservation of civil society is taking place in the context of national political and economic transition.

The participants indicated that there were similarities and differences among them, resulting in three distinct starting points for their transition to new civil protection concepts and organizations. All the participants began from a concept of civil defense conditioned during the Cold War to respond to potential military confrontation between the East and West. This concept focused on protecting the state governing apparatus and on civil capacity to support war efforts in the event of a major conflict between NATO and the Warsaw Pact. The threat of major war led all of these countries to place their civil defense capability within their Ministries of Defense. With few exceptions, civil defense units were organized along military lines, resourced from the central government, and often manned by conscripts. Reserve units and volunteer organizations existed and were available to respond to military civil defense directives. There the similarities between the nations end.

There were two dimensions that reflected specific national characteristics and differentiated the participating nations: (1) their proximity in ideology, policy and

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1 Hosted by the Czech Republic. Co-Sponsored with the United States and held at the Institute of Population Protection in Lazne Bohdanec, Czech Republic, 1-5 July 3, 2003. A team from the Institute for Defense Analyses facilitated the workshops.

military doctrine to the Soviet Union and the Warsaw Pact, and (2) their original domestic political culture and structures. On one end of the spectrum, the Scandinavian countries were not subject to Soviet control and did not conform to Warsaw Pact civil defense doctrine, although they had robust civil defense organizations. Their civil protection transition efforts began well before the end of the Cold War and they did not experience a domestic governmental discontinuity as severe as the former communist countries. Additionally, the Scandinavian countries have had a long tradition of community-based, "bottom up" response to protection and defense issues, which continues to influence their approach to civil protection and will be a strong influence well into the future.

The Balkan countries and some others form a broad and varied middle of the spectrum. These countries had significant, but decreasing, Soviet influence in political culture and military doctrine. Some, such as the former Yugoslavia and Albania, were not members of the Warsaw Pact; Yugoslavia was further differentiated through its federal system of republics that developed regional response capabilities. The most conservative regions were Central and Southeastern Europe and the Baltics, where Soviet-influenced military doctrine predominated and civil defense was subsumed under the requirements to ensure continued state capability to prosecute and survive major theater war. By the early 1990's, the participant nations were free to change their Warsaw Pact civil defense doctrine and several of them had achieved new status as independent states.

From these related but varied starting positions, the transition countries have had to define their own requirements for transition from civil defense to civil protection, beginning with a redefinition of their population protection vision and strategies. Some countries conducted years of study in an effort to find large external threats to justify large civil defense structures, wasting both time and resources. Only after much analysis did those countries come to realize that the changed nature of the threat to their population required transition of their civil protection policies and organizations to face the new challenge. Others began their change after a shorter period of analysis, sometimes moving quickly in response to actual events.

As the prospect of major conventional or nuclear war in Europe has receded over the last decade, new threats have emerged, including terrorism, that have continued to blur the line between military and civilian preparation for and responses to threats. Responding to these changed circumstances has required national legislative action to realize the vision of peacetime civil protection, and to streamline and improve

government planning, preparation, and execution capabilities. As national institutions respond in several ways to changed circumstances, (economics and business regulation, health care system, education, financial and fiscal priorities, etc.) the institutions charged with the protection of the population should change in ways that fit with the overall national path.

1. Lesson: Countries transitioning their civil defense establishments into organizations focused on civil or population protection should build their own vision of national requirements and identify capabilities they have to start with and those they will require. Independent analysis is helpful, but should not drag on indefinitely. Assisting nations and organizations can help, but the transition nation owns the transformation process.

2. Lesson: The vision and goals for the civil protection institutions should be integrated with the national vision for the overall safety and well-being of the population and security of the country.

3. Lesson: Some capabilities can always be retained in the transition process. However, decision makers should be willing to reduce unnecessary capabilities, such as unneeded manpower that drains critical resources.

4. Lesson: Reducing organizations too quickly may create new problems such as increased unemployment. If the civil defense structure is part of the Ministry of Defense, then civil defense transition and force structure changes should be integrated into any overall plan for disarmament, demobilization, and reintegration.

5. Lesson: If the civil protection function is removed from the Ministry of Defense, the military establishment leadership may be reluctant to accept the reorientation of mission and the potential loss of resources. Efforts should be made to ease changes and to protect core military and civil protection cultures.

2. Legal Foundations

All the participants felt that a strong foundation in law was essential to both define and implement the civil protection transition vision. But establishing this essential requirement can be problematic. A balancing act of both stability and change in laws and regulations may be necessary to conduct the transition. This balance takes place in an emerging democracy where many issues are not yet decided. Conditions that ought to be held constant to support transition may instead vary as new governments adopt new governing principles, responsibilities, organizations, and priorities for the long term.

Political decisions may be reversed and priorities may be revised as the new democracy tries to find appropriate solutions to civil protection requirements.

This dynamic situation is caused not only by the search for governmental balance, but it may also be a new aspect of the democratic process itself. It is natural to expect new parliaments and ministers to change policies to reflect the new political situations after an election. As a result of the overall national transition and the normal democratic process, specific transformation activities may not receive the sustained emphasis and support required. This is a prime argument for adopting a body of law that can guide the long-term boundaries of policy reform and ensure that significant changes are not arbitrary, but subject to thoughtful debate and consideration.

Some countries made a useful distinction between fundamental "primary" laws and "secondary" or implementing laws and regulations. In adopting legal foundations, some countries found it necessary to achieve national consensus at the highest levels of law first, while others took the implementing laws and regulations adopted in the face of real time operational emergencies and then created a national overarching framework to standardize best practices. Several nations have taken steps to create national laws that define special conditions ("states of emergency, states of disaster, etc.") for meeting population protection responsibilities. One country formally divided its primary and secondary legislation to give more flexibility for reform and revision at the lower, operational level.

Lesson: The country should adopt principled but flexible legal foundations for successful transition of civil defense organizations to civil protection organizations. Organizations should anticipate change, and understand that the legal process may require revision to achieve an effective and efficient system that is in line with other constitutional conditions, national principles, and priorities. Establishing a new national legal foundation can take many years of legislative action, experience, and revision.

It is important to note that all of the following discussion points and lessons are connected in some way to legal and regulatory foundations. This is not meant to imply that civil population protection is overly formal or burdened by the regulatory process, but to make the point that a wider array of choices are faced by a transitioning nation in a relatively short amount of time. Countries in transition seek solutions in important areas that work for them, including government procedures, division of responsibilities,

relations with the public and private sectors (including the media). Laws are required, but legal frameworks require regulatory implementation.

B. IMPLEMENTING TRANSITION

1. Implementing Transition: Organizational Change

The question of how much centralization is necessary is very important to the transitioning countries. There was strong agreement that centralization is necessary to establish policy and strategy, and to set standards for training, equipment, and resource management. However, most nations felt that crisis response is a problem of time and space and that municipal and regional authorities should have maximum operational control and flexibility. National circumstances influence that balance point, and the centralization issue, like the legal issue, affects most of the transition activities. Leaders and managers should be steady in their goals but flexible in the steps they take to achieve the right organizational structure and balance for their country. Representatives agreed that the guiding principle to be followed in determining the degree of centralization or decentralization was to judge prospective change on the ability to serve the population, instead of aiming for adherence to an organizational or hierarchical principle. One participant stated that it was time to move beyond discussions of either hierarchical or flat structures and begin constructing a network system that eliminated the boundaries and distinctions between policy makers, decision makers, staffs, and responders.

Lesson: Transitioning organizations should focus on providing responsive service to the citizenry in the most effective and efficient manner. Responsibility and authority for crisis response, especially in the initial stages, should be placed at the lowest possible level. Leaders should reduce or eliminate incentives that reward creation of extra bureaucracies, overhead, large jurisdictions, and inflexible policies, as these waste resources and manpower, and increase response time.

2. Implementing Transition: Resource Generation and Management

To achieve sustainable change, the transition effort should also include resource generation and management systems. Within national constraints, the resource management system should also be responsive to the needs of the first responders at the local level. These systems require foundations in law and policy that adhere to principles of transparency and provide for achievable levels of centralization and accountability. Requirements are usually generated from the bottom up, but in countries with limited

resources, priorities may be established at higher levels of government and some priority items required by local authorities may not be filled.

The participants, in their discussions, outlined three resource generation and management models that are currently in operation in one or more countries. Several countries operate systems in which the resource generation and management responsibilities are divided between local, regional, and national levels, with the higher levels responsible for meeting emergencies that are beyond local capacity, and for actions that require economies of scale (like purchasing major items of equipment in large numbers). Other countries operate solely at the national level; within this category, some have chosen centralized management systems simply because their size as a nation does not permit dividing this responsibility. Other countries have fiscal systems in which only the national government collects tax revenue, thereby defaulting to a centralized resource management system. For a number of reasons that are based on local responsibility and capability, some of these countries are taking legislative steps to permit local revenue generation. New revenue generated at the local government level will change the relationship between the municipal, regional and central authorities and the impact is yet to be determined.

Finally, some countries' resource constraints are so severe that the population protection organizations often find it necessary to provide services to the private sector in non-emergency situations on a reimbursable basis. This last situation is viewed as a necessary but undesirable state of affairs, and those countries that have this system are working hard to replace it. Once again, nations should consider both the national economic and social situations and the legal and regulatory framework as part of an integrated solution.

In addition to these resource management issues, transitioning nations are also adapting their whole government structures to the reality of market economies that generate government revenue through taxation or borrowing. The centralized state planning at the core of previous resource management systems in many of the participating nations is gone, but some may have remnants of inappropriate procedures and policies concerning requirements, revenue, resources, program justification, and management.

1. Lesson: Transition of resource generation and management systems is a national priority. It requires education, training, and management and auditing systems that can inform decision makers and the public about the expected

consequences of decisions. Attention should be paid to the overall transition to a market economy within a political, competitive budget process.

2. Lesson: Achieving the right degree of centralization in resource management systems is evolutionary, but a general principle is that the first responders are local and that they should have the maximum authority possible. Higher levels of government provide support in situations beyond the local authorities' capability.

3. Implementing Transition: Maintaining Momentum and Public Credibility

National representatives felt that public support and political will are critical to maintain transition momentum. There should be consensus on roles and functions of the civil protection organizations and a focus on the effectiveness and efficiency of the service provided to the population. Good training and leader development programs foster cohesion. Successful performance builds confidence within the organizations and the populace, enhancing credibility in the event of crises.

Several of the participants related national experiences with public awareness of the critical nature of population protection and how public attitudes either enhanced or hindered movement toward the transition goals. One country's representative observed that the population and the political leadership had become complacent due to recent successes in resolving small emergencies. Momentum on achieving transition objectives had therefore weakened, slowing further transition and the allocation of resources from the national government. The country's civil protection agency has begun to discard older but familiar capabilities, but has not yet fully implemented and trained on new, more effective equipment and procedures. The representative's concern is that the political leadership will call upon the civil protection agency to respond to a major disaster while the protection agency's transition is incomplete, and that the response will be inadequate.

Another country representative reported that inadequate response to a major disaster several years ago led to renewed interest in strengthening population protection capabilities and procedures. The national government expended significant time and energy to determine needed improvements and provided adequate resources to make the improvements. Investments were made in procedures, training, and exercises, with full public and political support. When faced with a recent and more severe recurrence of the same natural disaster, the response was significantly better. Now the population values the protection organizations as the most respected institution in the country. These two

cases illustrate the point that public and political support are essential, and that unfortunately sometimes only disaster can focus public attention on the transition and performance issues.

Nations wrestle with the opposing tendencies to analyze situations thoroughly, make accurate decisions, yet respond in a timely manner and communicate effectively. This dilemma affects both long-term policy and immediate response. The situation that concerned all participants (and the one in which some countries have experienced significant setbacks), was one in which the state did not communicate effectively with the public, and subsequently the public lost confidence in the system. Countries expect high performance from their population protection organizations in a crisis but often do not pay attention to them during frequently long periods of stability. Demands for immediate performance from organizations that may have been given low priority was reported as an unfortunate, but all too frequent reality of civil and population protection. A lack of confidence in a population protection system creates pressures for immediate change, even in mature democracies, which further complicates the overall transition effort.

Public awareness and appreciation are subject to decline if the public contact with civil protection organizations is reduced. This can happen as a result of declining citizen participation in volunteer and reserve response organizations or infrequent occurrence of crisis situations. Those members of the population that are most aware of and appreciate the efforts of civil protection organizations are usually those that either work with the civil protection system in some way or have been affected by a disaster and intervention. Volunteer organizations to back up professional organizations are often key to both public awareness and public appreciation. These organizations increase the capacity to respond to severe and/or widespread major disasters, and keep civil protection organizations connected to the community at a lower cost.

Participants felt that it is also important to involve community institutions to encourage and develop support for the civil and population support system, and to ensure that sectors of the economy and society are prepared to execute their responsibilities in an emergency situation. An industry/government council is one such form of cooperation. Such councils partner public and private sector entities at the national and local levels to reduce the possibility of accidents and to ameliorate the effects of commercial and industrial activity (traffic, pollution control, etc.). They also can develop agreements and procedures to provide private food, shelter, transportation, medical, engineering, communications or other special capabilities that are useful in an emergency. Developing coordinating procedures with private volunteer organizations is also

essential. These organizations often have capabilities that significantly enhance government response. They can also further mobilize public support for transition and improvement of the population protection system, through their routine community involvement and networks. These organizations can often help with post-crisis efforts like psychological counseling, etc.

Additionally, many participants stated that in a democratic government it is necessary to educate and train the political leadership on civil protection capabilities and procedures on a continuous and standardized basis. Effective response is often hampered by frequent turnover within democratic political leadership and resulting loss of knowledge about the organizations that will execute decisions in a crisis atmosphere. It is hard to get political leaders to focus on preparation for events that rarely require the full attention of the political leadership and that they hope will not happen. Some countries have achieved a notable political culture in which it is a prestigious assignment and a mark of importance to be invited or required to attend civil protection training and exercises. Other countries have made it a point of law for certain political officials to attend education and training exercises in civil protection.

1. Lesson: Public and political support for realistic expectations of population and civil protection systems and for the transition is important for improving response. Reserve and volunteer protection organizations, combined public and commercial partnership councils, and liaison, coordination and training with private volunteer organizations are all effective channels for gaining public support.

2. Lesson: The education and training of political officials to improve decision-making and demonstrate their concern for public well-being and protection is also important.

C. MAKING TRANSITION WORK

1. Making Transition Work – The Role of Information and Media

Information has become an essential commodity that should be exploited to improve planning and response. Participants stressed information, communications, and the role of the media in almost every working group session. Discussions focused on: (1) information collection, processing, assimilation, and analysis in support of a crisis decision making process; (2) communicating decisions to responding and supporting agencies and to the public; and (3) the critical role that the media plays in this effort.

Participants evaluated in fairly positive terms their ability to pass information between levels of government to support planning activities and decision making in crisis environments, but desired additional technical support to speed the process. Several countries are successfully using the Internet and wireless communications as effective methods to pass useable information for planning and decision-making.

Modern information systems, even in rudimentary forms, are being used to improve individual and organizational capabilities through better management and visibility, and through distance learning and simulations. Training has improved significantly, as workers no longer have to "learn in a crisis." Simulations offer the ability to repeat scenarios with different decisions and actions without risk to the population while organizations become proficient. These modern information systems also serve as records of performance, which leaders use to conduct after action reviews, determine weaknesses, and identify where to apply resources to improve capabilities.

All the participating countries recognized and emphasized good information flows and processes, supported by automated systems. They evaluated in positive terms their information systems, processing staff work, and internal coordination. They all recognize, however, that it is easy to focus too much on expensive technical solutions while shortchanging less glamorous but more important areas like staff work and personnel training and stability. In addition, they recognized that the free flow of information can sometimes cause difficulties, but they were concerned about the ability to employ information to improve response in a crisis.

The subject of information always led directly to a discussion of the media. All the participants recognized the power of the media to enhance protection operations, but they were also concerned about the media's ability to complicate responses. Free media serve as another continuous source of information in a crisis, which can serve as input into decision-making processes. However, the information the media provide, like that generated from official sources, should be subjected to the same analytical processes. The media can support crisis protection operations by serving as a conduit for communicating to the population, but they will always supplement government information with reporting and evaluations of their own. Some participants thought this could confuse the populace and create additional problems for responders. In the case of the government using commercial media in crisis situations, several nations are struggling to find the proper balance between the control of information and the employment of the media for governmental purposes on one side and the desire to have a routine free flow of information and ideas on the other. Once again, the dynamic nature

of the legal and regulatory structure influences the interaction between the government and the media. Several countries are adjusting their legal and regulatory policies with regard to requiring media support for public service announcements, emergency broadcasting support, etc.

Governmental credibility is at stake in crisis situations, and some countries have made it a policy to have professional public relations staff placed within civil protection agencies to ensure proper coordination of the government's messages to the public. This helps place the government efforts to communicate with the population in the context of the wider reporting on the crisis.

1. Lesson: Information management is key to planning for and executing effective crisis response. Accurate and timely information flows within and among the protection organizations, when used in support of staff and decision-making procedures, training and education, help organizations improve responses.

2. Lesson: Civil and population protection agencies should develop partnerships, regulations, policies, and capabilities to employ the public media in an appropriate and truthful manner both to receive information and to communicate with the public. Countries and organizations should recognize that government communication with the population occurs in the context of other public sources of information.

2. Making Transition Work – Metrics, Expertise, and Training

The goal of transition is improved response capabilities for crisis management and successful resolution. One question that some participants raised during discussions was, "how do I know when my organization is achieving the goal?" No system for dealing with emergencies or disasters will perform perfectly. But high performing organizations do have metrics against which they measure performance, and from which they can determine methods for improvement. Goals should be measurable and achievable, and government workers should understand them and the processes that are used in the organization to achieve goals and objectives.

One of the participating representatives, from a relatively mature democracy, stated that he found that within his own government there was a lack of knowledge about civil and population protection. Government employees who exhibit a lack of knowledge cannot be expected to perform well in an environment where people are expected to be capable of and responsible for many tasks, and for integrating their work with others who

are also working on several tasks. This is especially true in stressful situations. Therefore, work between individuals, branches, departments, and agencies ought to be routine, so that practices in crisis do not represent new procedures that workers cannot perform. Training exercises and simulations, mentioned above, are key to improving performance, but they require resources. They also require detailed task development and specific performance criteria to measure performance. Having concrete performance criteria will allow people and organizations to focus on tasks that are difficult or require more repetition, thereby allowing resources to be applied where they are most needed.

In addition, crisis procedures should be only minimally different from normal and routine procedures. The more familiar the conditions under which tasks are performed, the better the task will be executed.

1. Lesson: Organizations should develop criteria to measure transition effectiveness and to design training exercises, simulations, and education programs to enhance capabilities. Organizations should work together at every level to ensure that responsibilities, capabilities and procedures for integrating efforts are clearly understood and practiced.

2. Lesson: Crisis procedures should be embedded in routine procedures and practiced both in day-to-day activities and in training exercises and simulations wherever possible.

D. CONCLUSION

A wealth of experience exists that can be tapped to assist nations in transitioning from civil defense to civil and population protection systems. The national representatives participating in the conference represented approximately 500 man-years of work in this area. Their nations are executing their responsibilities to their citizens and are well prepared, with fresh ideas and recent experience, to assist other nations that are in transition. Best practices, training, leader development, and documentation can be derived from workshops like this one on both bilateral and multilateral bases. Regional and multi-national efforts have had a positive impact on the transition countries, and offer significant potential for integrated, coordinated assistance.

Lesson: Assisting and transitioning nations can employ several different models to achieve progress in transitioning from civil defense to civil protection organizations. Viable methods of transferring lessons include combined exercises, training and education exchanges, and exchange of information through workshops

and in seminars. The Internet and organizational websites are increasingly important tools for information exchange.

Transition assistance from experienced nations to those countries in the early stages of transition can shorten the time necessary to reach transition goals, and reduce resources wasted in trial and error learning experiences. This workshop premise, and indeed the whole concept of international cooperation and transition assistance, was validated through the workshop participants, their efforts, and the record of accomplishment that they represented.

APPENDIX A

SYSTEM OF POPULATION PROTECTION: A DELIBERATE TRANSITION

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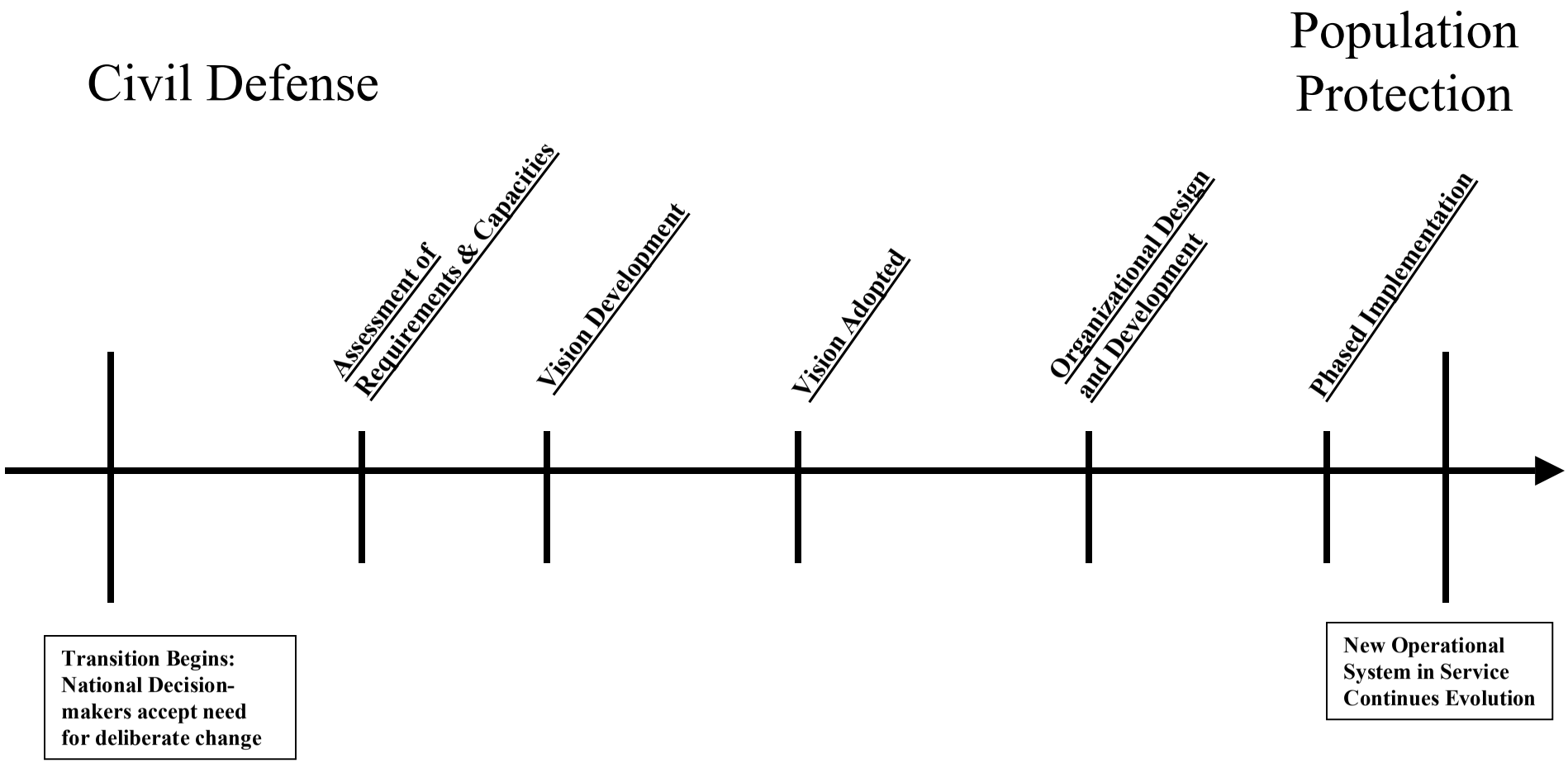
SYSTEM OF POPULATION PROTECTION: A DELIBERATE TRANSITION

This appendix contains MS PowerPoint slides that represent the thoughts of the conference sponsor and chair on the lessons learned in transition and displayed in graphic and bullet format.

System of Population Protection: A Deliberate Transition

System of Population Protection
A Deliberate Transition



The Decision to Begin Transition Process

- External Factors
- Internal Factors
- Government and Public Awareness of System Inadequacies (stimulus for change can be poor performance in disaster situation)
- Media Impact

Throughout the Process, when appropriate, Foreign Nations Can Assist the Transition

Requirements and Capacities

- Internal Expertise
- Outside Consultants
- Fact Finding and Analysis
- Risks and Dynamics
- Will to Change
- Resources Inventory and Dynamics
  - Internal
  - External
  - People
  - Skills
  - Technology
  - Equipment
  - Facilities
  - Funding
  - Time
- Comparative Systems and Model Evaluation

Vision Development

- Create Goals for System
- Review by Stakeholders (public and private)
- Media
- Competing Interest Compromise
  - Military
  - Civilian
  - Cabinet/Ministries
  - Leaders
- Create Transition Plan
- Articulate the Vision

Vision Adopted

- Political Consensus
- Public Awareness
- Plan to Achieve the Vision
- Commitment of Resources
  - Personnel
  - Funds
  - Time and Organizational Energy

Organizational Design and Development

- Assign Functional Responsibilities
- Delegate Implementation Tasks
- Team Building
- Allocate Resources
- Institute Measures of Performance
- Develop Comprehensive Legal Framework

Phased Implementation

- Legal Divisions of Responsibility
- Maintain Momentum in the Face of Failure
- Adopt Necessary Revisions
- Retain Focus on Vision
- Media Impact

New System in Service

- National Acceptance of System (public and private; government and civil)
- Measured Effectiveness Improvements
- Realistic Expectations
- Resources are Stable and Appropriate
- Competency for International Interoperability and Cooperation

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14. ABSTRACT

This report provides the summary of the workshop sponsored by the Department of Defense and hosted by the Czech Republic at the Czech Institute of Protection of Population, Ministry of Interior, in Lázně Bohdaneč from 1 through 5 July 2003. The conference and workshops involved over 40 civil protection and emergency services managers and practitioners from 15 European countries and the United States in an effort to derive practical lessons learned from their experiences in transitioning their civil protection agencies from an orientation on wartime civil defense to peacetime population protection and disaster prevention and relief. The participants were formed into three facilitated working groups addressing parallel topics in legal foundations, outside assistance capability, operating principles, organizational initiatives and trends, and the challenges facing institutions intent on changing their focus and relationship to the government and the public, under dynamic domestic political and economic conditions. The lessons derived may be applicable to assisting other nations in transition.

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